

Association of Bay Area Governments

Hotel Claremont • Berkeley, California 94705 • (415) 841-9730

November 14, 1977

TO: Member Governments and
Interested Citizens

FM: Vice Mayor Susanne Wilson, San Jose
Chairwoman, Regional Planning Committee

RE: DRAFT REGIONAL HOUSING PLAN AND DRAFT EIR

Housing policy -- CA-SF bay area
" subdivider "
" -- Environ. aspects -- "
CA-SF bay area

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The attached Draft Regional Housing Plan and Draft Environmental Impact Report will be the subject of a public meeting to be conducted by ABAG's Executive Board on Thursday evening, 7:30 p.m., on December 15, 1977, at the Hotel Claremont in Berkeley. The Draft Plan is proposed as an amendment to ABAG's Regional Plan.

A regional housing plan provides a common framework and a guide for local governments to use in preparing their own housing plans. It also sets forth a positive role that can be performed by a regional planning agency to assist and support local efforts to solve common problems.

This Draft Plan concentrates on regional housing policies and does not deal extensively with detailed matters of production and finance. Quantified goals for housing production, rehabilitation and assistance are proposed as a guide to local governments in developing their own targets for planning purposes, as required by State and Federal regulations.

As you review the Draft Plan, you may wish to comment on these questions:

Are the objectives and policies clearly stated and appropriate to guide regionwide efforts to solve housing problems?

Do the implementing actions go too far? not far enough?

What are the most important actions on which ABAG should focus its next efforts?

Your comments and suggestions on both the Draft Plan and the Draft EIR will be most useful to ABAG in preparing its Regional Housing Plan as required under the Housing and Community Development Act of 1974.

If you are unable to attend the December 15 meeting but wish to submit comments, you may send them to Jean Safir, manager of ABAG's housing program. Please send comments no later than December 16, in order that they may be considered prior to Executive Board meeting in January.

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DRAFT ENVIRONMENTAL IMPACT REPORT

on the

DRAFT REGIONAL HOUSING PLAN

November 14, 1977

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Introduction

The purpose of this document is to identify possible impacts of the Draft Regional Housing Plan and to specify how these adverse impacts can be mitigated.

This project has been produced in accordance with the California Environmental Quality Act, which required that impact assessment be done for plans as well as projects. As such, the proposed plan policies and implementing actions are examined for their impacts on different aspects of natural systems and the physical environment. This effort, however, is not limited to those physical environmental impacts, but rather looks at a range of impacts including social and economic systems, and institutional management capabilities. Although the full range of impacts is not required by CEQA, it is set forth here to help decision makers select alternative actions.

It is important to underscore that an EIR for a plan is different from a project EIR. The main difference is in the specificity a plan is able to reach. A project has immediately quantifiable impacts, mitigation can be specifically defined, and alternative plans can be proposed within the same time frame. A plan is not limited to a single event or a short time span. A plan is a set of actions to be implemented selectively over long time span, wherever particular conditions warrant. A plan has no single impact, no single mitigation, and no single alternative.

This impact assessment is therefore limited in the useful information it can produce. It has collected all proposed new policy material, and it has assessed these statements--particularly the "policies and implementing actions" or "functions"--for their potential impacts on other social, environmental, economic and institutional concerns. At this general level of policy, however, specific impacts cannot be identified with certainty, nor can specific alternatives be proposed. The focus of this DEIR remains limited to identifying possible impacts from the different plan actions, and suggesting mitigation measures and possible alternative means of attaining the same objectives.

As part of future plan development and implementation, ABAG will be applying long term policies to short term plans and project proposals. Some of these plans and projects will be prepared at the sub-regional scale. Those efforts will provide the appropriate opportunity to identify discrete impacts and to spell out specific alternative actions. This DEIR on the Draft Plan is a vital first step in preparing those sub-regional plans and implementation programs as well as serving as the most comprehensive guide to date of the potential impacts of Regional Plan policies.

Description of the Project

The proposed "project" consists of the Draft Regional Housing Plan, which is proposed as an amendment of the Regional Plan. The Regional Plan, is the formal statement of regional policy for the nine-county San Francisco Bay Area. This Region, located among the coast of Northern California, includes the City and County of San Francisco and the Counties of San Mateo, Santa Clara, Alameda, Contra Costa, Solano, Napa, Sonoma and Marin. (See attached map.)

The objective sought by the Draft Regional Housing Plan is to add substantive guidance to the Regional Plan, in order to assist elected officials, staff, local governments, and citizens in understanding and identifying issues of regional concern, in resolving conflicts among competing objectives, and to assist and support local efforts to solve common problems. The Draft Regional Housing Plan proposes a common framework and a guide for local governments to use in preparing their own housing plans. It also sets forth a positive role that can be performed by a regional planning agency to assist and support local efforts to solve common problems.

When the Draft Regional Housing Plan has been reviewed, revised and approved, it will constitute the major component of an areawide housing element as required by the 1974 Housing and Community Development Act and other State and Federal regulations. In addition to the Plan, the completed housing element will also include the subsidy distribution system, approved by ABAG's Executive Board on September 16, 1976, and the statistical data on which the Plan is based. A series of supplementary documents containing this material will be available to interested citizens and public officials on request. A list of supplementary documents is contained in the Draft Plan.

The Draft Plan sets quantified goals or targets for new housing construction, rehabilitation and additional subsidies required to assist lower-income people obtain suitable housing. These goals provide local governments with a regional context to guide their own planning efforts and should be useful in developing local quantified goals, as required by State and Federal regulations. Once approved, they will be used by ABAG to implement the objectives and policies in the Regional Plan, and will be revised periodically in accord with new data on current trends.

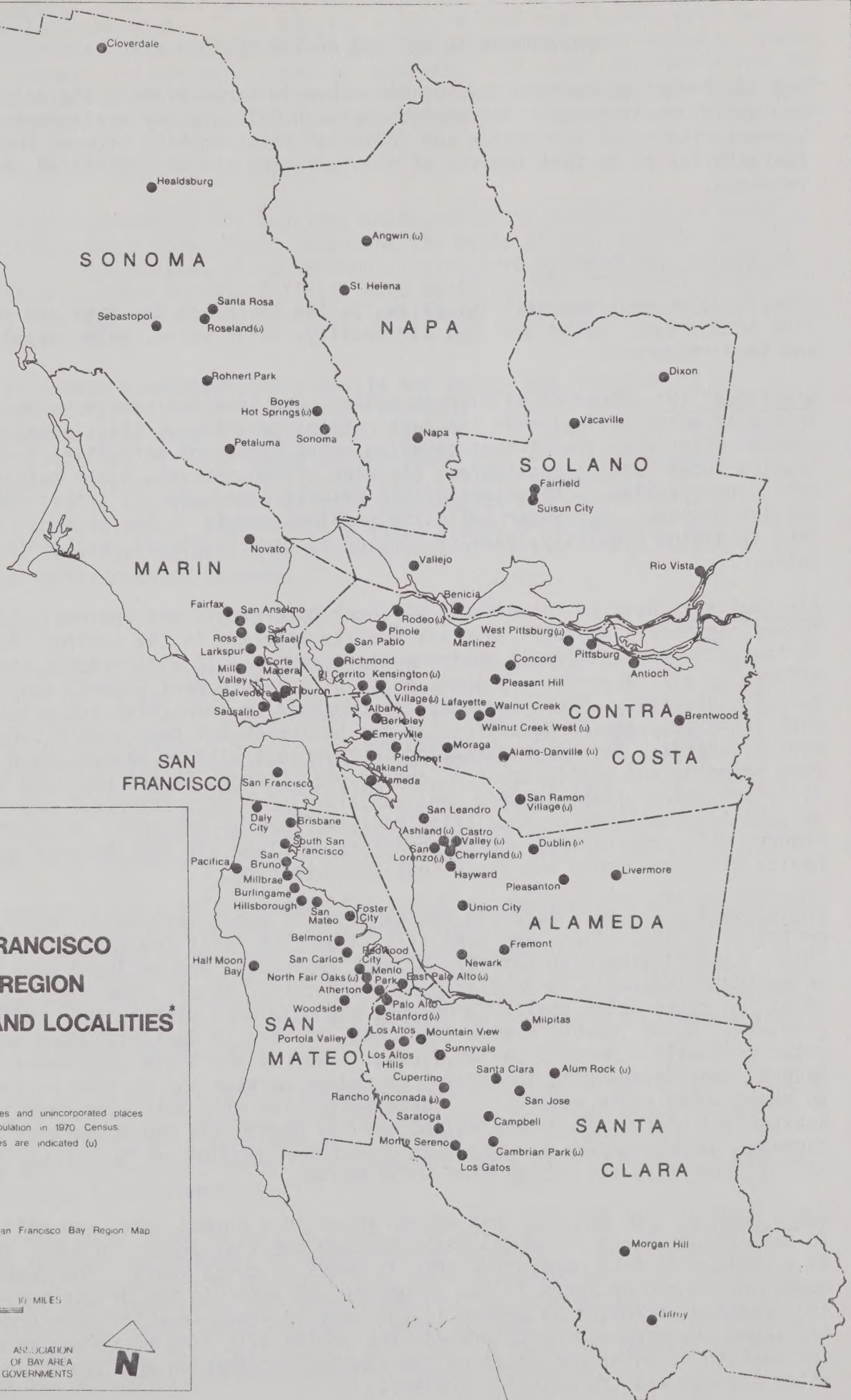
SAN FRANCISCO BAY REGION COUNTIES AND LOCALITIES*

* "Localities" include cities and unincorporated places of 2500 or more population in 1970 Census. Unincorporated localities are indicated (u)

Source: 1970 USGS - San Francisco Bay Region Map

SCALE
0 5 10 MILES

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ENVIRONMENTAL SETTING OF THE REGION

The San Francisco Bay Area can be described in terms of both the natural and social environment. The section below highlights key environmental characteristics of the region and indicates relationships between these characteristics so that impacts of plan policies can be identified and resolved.

THE NATURAL ENVIRONMENT

Today's major environmental issues in the San Francisco Bay Area are in five categories: water quality, air quality, solid waste, water supply, and land resources.

Water Quality: About \$2 billion is being spent to treat sewage--a major source of water pollution in the past. Local agencies--cities, counties and special districts--are already carrying out a number of activities to control surface runoff pollution: street cleaning, flood control, drain maintenance, soil conservation. The waters of San Francisco Bay and its tributaries are getting cleaner. But water pollution problems remain in the region; they are hard to define precisely, hard to link up to health effects, and difficult to solve.

Air Quality: Despite the efforts of local governments and regional, State and Federal agencies, we still have air quality problems in the region. It remains, in fact, the most difficult environmental problem. It will require the best efforts by all of us--over a long period of time--to meet Federal and State air quality standards. Stringent emission controls on industries and automobiles have achieved dramatic reductions in air pollution but they aren't enough to meet standards. More transportation improvements will be needed, such as ramp metering and public transit, and so will changes in the way land is used. It is very clear that--to meet the standards--some very stringent means, such as gasoline rationing or population measures--may be required. None of these changes will come easily, and the benefits of clean air and improved public health will cost money and cause some inconvenience.

Solid Waste: The main issue is the handling of waste materials. Most solid wastes go to land fills, and land fill sites that exist are rapidly getting full. Land filling also depletes natural resources, and we don't have assurances that sites will be available in the future. Runoff from the existing sites can cause water quality problems, and hazardous wastes cause additional problems. As we improve sewage treatment, we have to deal with more waste water residuals--commonly called sludge. Federal and State governments will have to provide adequate incentives to reduce garbage and to find better ways to reuse solid waste materials. These activities will take time, and involve substantial changes in packaging and the way households and businesses handle garbage. In the future we can expect a regional network of facilities to recover materials and energy from solid wastes.

Water Supply: The Bay Area has enough water in a normal year, and will continue to have enough water in normal years through the year 2000. In fact, the region as a whole will have more water than it needs in those years. The fundamental question the region faces is how to get enough water in the driest years. To meet the expected increases in demand in the next 23 years--even if some occasional shortages are expected or tolerated--the region will need to select an appropriate combination of water conservation, wastewater reclamation and development of new water storage and transmission projects.

Land Resources: The San Francisco Bay Region has unique and varied environmental resources. These special areas include open space, park and wilderness lands, historic places and productive areas for agriculture, timber, sand and gravel, and geothermal energy resources. Of equal importance are the scenic opportunities afforded in the region, including the broad views of mountains, ridglands, hilltops and urban landscapes surrounding San Francisco Bay.

THE SOCIAL ENVIRONMENT

The social environment of the Bay Area encompasses the people,--their homes, their schools, their work, their play--and the means of getting from one to the other. It encompasses the governmental structure by which the people, through their elected representatives, make decisions about growth and development in order to provide essential public services and protect the natural environment.

Central to growth management decisions is the amount and location of developable land. Preliminary figures from ABAG's recent survey of local development policies show that about 260 sq. miles of land in the Bay Area have been identified by local agencies as potentially developable within the next decade. This compares with about 1,300 sq. miles now urbanized. These developable lands are areas where local governments are committed to provide services for development and for which there are no environmental constraints because of local or regional policies concerning critical areas, critical resources or environmental hazards.

The People

The San Francisco Bay Area has a population of 4.9 million in 1977. More people live in the Bay Area than do in each of 36 states. The nine counties surrounding the San Francisco Bay cover roughly 6,980 sq. miles. About 1,300 sq. miles--roughly one fifth of the region's land is now urbanized. Ethnic minorities are concentrated in a few communities. The highest percentages of racial and ethnic minorities live in the larger, older cities. Hispanic (or Spanish surname) people are the largest minority in the region, with 12.7% of the population. Nearly 8% are black, and 4.4% are Asian American. American Indian and other minorities comprise 1.3% of the population.

In the next two and a half decades, the region is expected to grow by between 500,000 and 1.2 million people. This would mean a total population of between 5.4 and 6.1 million in the year 2,000, with an annual growth rate of 0.5 to 1%. Households are expected to grow at a faster rate than population, from 1.4 to 1.6% each year. Average household size in the region is declining, from 2.9 persons per household in 1970 to 2.65 persons per household in 1975, and will probably continue to decline.

School age children were 27% of the region's population in 1970, but in the newer, faster growing suburbs, more than 30% were of school age. Children 5 to 19 years old made up less than 20% in older urban centers that are completely built up and declining in population. Some older cities and suburbs are, in fact, closing schools.

Most persons aged 55 to 64 live in 1-and 2-person households and in larger cities. The highest percentages of people 65 and older are found in the more dense, older cities, or in the scattered small communities of the north bay. Changes in the composition and distribution of the population call for local governmental decisions about new development so that areas that are growing rapidly can provide the jobs, public services and types of housing that match the age and household characteristics of people moving in.

Housing

ABAG's most recent estimate of housing needs indicates that 440,000 additional units will be needed by 1985--an annual average of 44,000.

More than 180,000 of the region's 1.6 million housing units are either substandard or over-crowded or both. The regionwide figure of 11% inadequate housing masks the variation among counties, which ranges from 6.5% to 17.3%. The same patterns of growth that promote rehabilitating the existing housing stock, revitalizing older urban areas, and increasing the housing supply in rapidly growing suburban centers, where job supply is increasing, will also help attain air quality standards.

Personal Income

Income varies widely across communities. Upper income families live in small communities or neighborhoods in the foothills that rise from the bay plain. Most families with income below the poverty level live in flatland neighborhoods next to the bay and in small towns and rural communities in the far northern parts of the region. Among the 93 cities of the Bay Area, median family income is as low as \$4,700 and as high as \$33,000, although the lowest countywide figure is \$9,670 and the highest is \$13,900.

Jobs

In the bay region there are four Standard Metropolitan Statistical Areas (SMSAs): Alameda, Contra Costa, San Francisco, San Mateo and Marin are in the San Francisco Oakland SMSA. Santa Clara County is in the San Jose SMSA; Sonoma County is in the Santa Rosa SMSA; and Napa and Solano Counties are in the Vallejo-Fairfield-Napa SMSA.

The Bay Area has a regional economy and economic choices made in one part of the region have substantial effects in other areas. In the next few years, Santa Clara, San Francisco, Alameda and Contra Costa Counties are likely to be the job growth leaders in the region. Manufacturing; services; finance, insurance and real estate; and government are expected to be growth sectors in the region's economy, while agriculture and food processing will be declining sectors. Four fifths of the land reserved by local governments for industry in the Bay Area is located in Santa Clara, Contra Costa, Alameda and Solano Counties.

The fastest growing basic industry--that is an industry serving markets outside the region--is high technology manufacturing, including electronics, scientific instruments and space vehicles.

The San Francisco-Oakland SMSA is projected to receive the bulk of its employment growth in the basic finance and insurance sector, maintaining its share of nearly 90% of the region's jobs in this sector.

But many are out of work. Unemployment rates are higher and have risen faster in older communities that are growing slowly or losing population. Since 1970, unemployment rates in the San Francisco-Oakland SMSA jumped 100%. When unemployment rates go up, local governments' revenues from retail sales and other sources decline. Instead of competing with expenditures for public assistance, programs to improve the natural environment can provide much-needed jobs.

Transportation

Bay Area residents find it easy to get around. They have 544 miles of freeways--roughly 10% of the State's total, thousands of miles of other streets, roads and highways, and reasonably good public transit--certainly better than in most parts of the State. The region has an estimated 3,100 transit vehicles--BART, cars, streetcars and buses--serving about 250 million riders a year.

Between 1960 and 1970, use of the automobile to and from work increased. There were approximately 1.8 million employed residents in 1970. Of this total 69% drove their cars to work, and another 9% were auto passengers. About 10% of the employed residents used transit, and the rest took taxis, other forms of transportation or walked. Between 1960 and 1970--in every county of the region--more and more people were finding work in counties outside the one they lived in.

Transportation--mostly moving people to and from work and carrying products--is the largest consumer of energy in the State, accounting for about 44% of energy demand. About 60% of all oil consumed in the State goes for transportation, and almost two thirds of California's transportation energy is used on the highway.

Decisions on development patterns and mass transit that cut down the number of automobile trips to work not only conserve energy but reinforce housing and air quality objectives.

Governmental Complexity

The San Francisco Bay Area is one of the most governmentally complex of any of the nation's metropolitan areas. As of January 1, 1977, its 4.9 million residents lived in 9 counties, ranging in size from Santa Clara's 1.2 million to Napa's 92,700. An estimated 85% of the region's population lived in the Bay Area's 93 cities, ranging in size from San Francisco's 662,700 to Colma's 510. 49 of the 93 cities have less than 25,000 residents. Together, those 49 cities have less than 10% of the region's total population, and only 11% of the population living in cities.

The preponderance of urban and suburban city residences, however, does not mean that cities and counties deliver all local governmental services. Like the rest of California the Bay Area has a large number of special districts. The region has 205 of the state's 1,122 school districts. More than 400 special districts in the region are concerned with a broad variety of functions ranging from neighborhood street lighting--to large-scale redevelopment--to transit. Roughly one quarter (212) of the Bay Area's 825 special districts have environmental management responsibilities.

In urban centers, cities provide most municipal services--police and fire protection; construction and maintenance of streets, sewers, parks and recreation facilities; building inspection; and many other services and regulatory functions. But not all cities provide the same mix and level of services. What are basic or fundamental "city" services has never been determined. Counties provide many municipal services through special service areas. Independent special districts may provide still other municipal services. An important distinction between cities and counties is that counties--but not cities--are responsible for health and welfare services required by the Federal and State governments. However development of social elements is beginning to appear on the agenda in a growing number of cities.

In addition to local agencies there are a score of agencies with sub-regional (portion of 2 or more counties) and regional jurisdictions in the Bay Area. Some of these are service delivery agencies, others are planning agencies, and others perform regulatory functions. Some have combined functions. In addition to ABAG these agencies include:

- Bay Area Air Pollution Control District
- The California Coastal Commission
- East Bay Municipal Utility District
- East Bay Regional Park District
- Emergency Medical Services Regions (2)
- Health Systems Agencies (3)
- Midpeninsula Open Space District
- Metropolitan Transportation Commission
- North Marin County Water District
- Regional Water Quality Control Boards (4)
- San Francisco Bay Conservation and Development Commission
- Valley Community Services District
- Waste Water Solid Study Agency
- Yolo-Solano Air Pollution Control District

Fiscal Resources

Financing the Bay Area's governmental system takes money--lots of it. In fiscal year 1975-76, cities and counties in the Bay Area raised or received a total of 2.6 billion in revenue to support local public services. Special districts (except for schools) in 1975-76 received \$928 million from enterprise activities such as sales of water and electricity, transit fares, and sewerage treatment charges, and \$205 million from non-enterprise activities.

City and County governments each rely on revenues from 7 general sources: taxes, licenses and permits, fines and penalties, income from investment, revenues from other agencies, current service charges, and other revenue. More than 1/3rd of all city and county revenues are derived from the property tax. The region's non-school special districts received nearly half of all non-enterprise revenues from the property tax. There are significant differences in the revenue structure of cities and counties in the Bay Area. The cities derive 28% of their total revenue from the property tax, including State property tax relief payments authorized by the Property Tax Relief Act of 1972 (SB 90). County governments depend on the property tax for more than 40% of their revenue. Local sales tax, an important source of revenues for cities, contributed almost 16% of total municipal revenue. Sales tax accounted for only 2% of total county revenue and 6% of San Francisco revenue. Although revenue from other agencies (e.g., Federal grants, State subventions) is the largest single source of general purpose local government funds, the region's counties are much more dependent on this source than its cities. City governments receive less than 30% of their total revenue from other agencies, while 43% of counties' total revenue comes from this source.

However, much of this difference is the result of partial State and Federal assumption of mandated county program costs such as welfare expenditures.

Revenues and assessed valuation per capita vary widely among counties and among cities within counties. Total revenues per capita in the eight counties other than San Francisco vary from \$218 to \$300. San Francisco figure of \$753 per capita cannot be compared with the others because property tax revenues include both city and county tax levies.

In each of the eight counties some cities have per capita revenues that are far higher than those of the county and neighboring cities. In all cases these are cities with major industrial, commercial and high cost residential development.

Assessed valuation per capita in the counties ranges from \$2,777 to \$4,749. ABAG's local development policies survey shows that some areas do not have very much land that is--or can be--committed to new development. These jurisdictions can anticipate very little new development that might be a source of additional revenue.

IMPACT TABLE

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

OBJECTIVE 1: TO INCREASE THE HOUSING SUPPLY IN ACCORD WITH THE REGION'S NEEDS.

- through planning programs that identify development opportunities as well as constraints;
- by increasing the amount of private investment in housing construction;
- by revising and streamlining the permit review process of public agencies;
- through improved information about the region's changing population and housing needs;
- through strengthened public and private commitment of housing production.

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>1.1 Job/Housing Balance</u>				
New residential developments should be located in or near areas that offer employment opportunities.	No adverse impact	No adverse impact	<u>Impact</u> Constraint on location may lead to increased cost of housing. <u>Mitigation</u> Higher density housing can lower cost of land and required facilities, and thereby lower cost of housing; higher vacancy rates.	<u>Impact</u> Increased cost of housing may result in low/moderate income people denying themselves other necessities: food, medical care, education, etc. <u>Mitigation</u> Higher density housing can lower costs.
<u>1.2 In-fill</u>				
New residential development should be encouraged in areas where public services and facilities are adequate to support added population and/or where sufficient improvements are already committed. It should be discouraged elsewhere.	No adverse impact	No adverse impact	<u>Impact</u> Same as Policy 1.1 <u>Mitigation</u> Same as Policy 1.1	<u>Impact</u> Same as Policy 1.1 <u>Mitigation</u> Same as Policy 1.1

<u>POLICIES</u>	<u>ENVIRONMENTAL</u>	<u>FINANCIAL/INSTITUTIONAL</u>	<u>ECONOMIC</u>	<u>SOCIAL</u>
<u>1.3 Density</u>				
In order to conserve fiscal and natural resources, local general plans and zoning ordinances should be revised to provide for increased residential densities, where applicable and practical.	No adverse impact	No adverse impact	No adverse impact	<u>Impact</u> Increased market value of existing low density housing may limit homeowner-ship opportunities to the wealthy. <u>Mitigation</u> Increased development of cooperatives and condominiums; Innovative design and construction of techniques of higher density housing to improve quality without increasing cost.
<u>1.4 Design</u>				
New housing should be developed with good design and construction quality, compatible with surrounding residential areas, and should provide for the preservation of community values and a safe and healthy environment.	No adverse impact	No adverse impact	<u>Impact</u> Good design and construction quality may result in higher cost of housing.	No adverse impact. <u>Mitigation</u> Higher densities; more cooperatives and condominiums; self-help opportunities.

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>1.5 Vacancy</u>				
New housing construction activity should be sufficient to produce vacancy rates that provide for adequate mobility and choice, minimize over-crowding for all income levels and keep down the rate of housing cost inflation.	<u>Impacts</u> Depletion of forest and wood resources; water pollution of forest streams; Loss of open land resources; Pollution from construction activity. <u>Mitigation</u> Reforestation and improved forest practices; DEIR and review process; Policies 1.1, 1.2, 1.3, 1.4, etc. constrain location and design of housing and mitigate impacts.	No adverse impact	No adverse impact	<u>Impact</u> Potential loss of natural recreation areas. <u>Mitigation</u> Reforestation programs; Increased cutting on private forest land.
<u>1.6 Environmental Safety</u>				
In order to protect housing investment and public safety and to keep down housing costs, new residential development should be discouraged in areas containing environmental hazards, unless adequate mitigating action is taken.	No adverse impact	<u>Impact</u> Shift land value from areas with environmental hazards to areas lacking such hazards, where development pressures will increase. <u>Mitigation</u> Regional tax sharing.	<u>Impact</u> Loss of new investment may cause disinvestment, deterioration and loss of value for existing development in same area; Increase cost of housing. <u>Mitigation</u> Incorporate earthquake safety features in new construction and rehabilitation efforts; Higher density development in areas lacking hazards will keep costs down.	No adverse impact.

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>1.7 Redevelopment</u>				
Selective public and private rebuilding of existing urban areas should increase the housing supply in areas with good access to employment, services and facilities.	No adverse impact	<u>Impact</u> Private redevelopment may require heavy public participation as incentive, with potential loss of public revenue. <u>Mitigation</u> Local public funds placed in financial institutions willing to invest in older developed areas; Increased federal programs for economic development in city centers such as Urban Development Bank proposal; Increased value after redevelopment.	No adverse impact	<u>Impact</u> Possible dislocation of low income residents and businesses in central areas. <u>Mitigation</u> Relocation planning and assistance prior to redevelopment activities.
<u>1.8 Public Incentives</u>				
All levels of governments should provide incentives to stimulate private housing development, consistent with local and regional policies, needs and goals.	<u>Impact</u> Same as Policy 1.5 <u>Mitigation</u> Same as Policy 1.5	<u>Impact</u> Same as Policy 1.7 <u>Mitigation</u> Same as Policy 1.7	No adverse impact	No adverse impact

1.9 Review Process

The review of development proposals by all levels of government should facilitate, rather than frustrate, residential construction, consistent with local and regional policies.

Impact

Possible de-emphasis of environmental safeguards.

Mitigation

Streamlined review process may strengthen environmental safeguards by sharpening focus of review bodies;
Make housing and environmental policies mutually consistent and supportive.

Impact

Change in institutional roles and procedures.

Mitigation

Industrial Siting Task Force and EMP will recommend measures to mitigate impact.

No adverse impact

No adverse impact

1.10 Mixed Development

New housing should be located close to needed commercial services and employment opportunities; large scale, exclusively residential developments should be discouraged in order to promote easy access to needed services and facilities; major commercial and industrial developments should be encouraged in conjunction with housing.

No adverse impact

No adverse impact

Impact

Same as Policy 1.1

Mitigation

Same as Policy 1.1

Impact

Environmental pollution from industrial and commercial activity may disrupt or destroy residential values.

Mitigation

Strict performance standards for mixed developments.

POLICIES

ENVIRONMENTAL

FINANCIAL/INSTITUTIONAL

ECONOMIC

SOCIAL

1.11 Security

The design of new housing and neighborhoods should help decrease burglary, vandalism and other property-related crime.

No adverse impact

No adverse impact

Impact

No adverse impact.

Increased cost of housing development results in higher cost to consumer.

Mitigation

Improved insurance rates and declining property losses would balance higher initial costs.

1.12 Economic Development

New technology and innovative financing/development tools should be linked to public responsibility for manpower, economic development and community development efforts, in order to make housing and homeownership affordable to lower and middle income people.

No adverse impact

Impact

No adverse impact

No adverse impact

Public costs for manpower, economic development and community development.

Mitigation

Long range improvements in tax base and welfare costs.

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>Service</u>	<u>Impact</u>	<u>Impact</u>		
1a - ABAG will advise and assist member governments in a joint effort to revise the procedures and fees required in development reviews, to reduce the time and costs involved.	Same as for Policy 1.9.	Same as for Policy 1.9	No adverse impact	No adverse impact
	<u>Mitigation</u>	<u>Mitigation</u>		
	Same as for Policy 1.9.	Same as for Policy 1.9		
1b - ABAG will issue periodic reports, conduct conferences and workshops, and seek other vehicles to disseminate useful information to stimulate housing development consistent with the region's needs.	No adverse impact	<u>Impact</u>	No adverse impact	No adverse impact
		Cost to local governments who choose not to use the service.		
		<u>Mitigation</u>		
		Provide service on fee basis; seek special grants from public and private sources.		
1c - ABAG will give technical assistance on request to member governments in effort to produce and implement local housing elements consistent with regional policies.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
1d - ABAG will advise and assist member governments in devising and adopting financial and legal mechanisms that would increase the flow of public and private money into housing development.	No adverse impact	<u>Impact</u> Same as for Policy 1.7 <u>Mitigation</u> Same as for Policy 1.7	No adverse impact	No adverse impact
1e - ABAG will advise and assist developers, non-profit sponsors and others in efforts to produce housing in accord with regional policies.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
1f - ABAG will work with State and local planning efforts to design and implement zoning and other land use regulations that encourage the development of new housing for all economic segments near employment opportunities.	No adverse impact	No adverse impact	<u>Impact</u> Same as for Policy 1.1 <u>Mitigation</u> Same as for Policy 1.1	No adverse impact
1g - ABAG will assist prospective developers identify buildable sites for new residential or mixed use developments in areas that are consistent with local and regional policies.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
1h - ABAG will serve as a clearinghouse of information on affirmative land use measure, tax provisions, and other types of ordinances and regulations that could help stimulate increase of the region's housing supply.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>Advocacy</u>				
1i - ABAG will support applications for all types of federal and/or State assistance from communities which have plans and/or programs designed to meet housing needs.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
1j - ABAG will support a Statewide Housing Plan and program which expresses a clear commitment by the State to support and assist local and regional efforts to meet housing needs.	No adverse impact	<u>Impact</u> State tax funds directed to housing rather than other needs. <u>Mitigation</u> Legal and technical support by State agencies, to back local efforts, rather than direct financial assistance.	No adverse impact	No adverse impact
1k - ABAG will urge the State to adopt and implement housing element guidelines that allow for local variations in fiscal capacity and market constraints.	No adverse impact	<u>Impact</u> Possible reduction in local government commitment to meet housing need. <u>Mitigation</u> Regional tax sharing to equalize institutional burdens.	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>Advocacy</u>				
11 - ABAG will support State guidelines for local housing elements which encourage local governments to provide for conservation and expansion of the housing supply in accord with local and regional policies, the availability of programs and financing.	<u>Impact</u> Expansion of housing supply may deplete land resources and degrade environmental quality. <u>Mitigation</u> Project level EIR process.	<u>Impact</u> Possible reduction in local government commitment to meet housing need. <u>Mitigation</u> State programs to increase and strengthen tools available to local governments to meet housing need.	No adverse impact	No adverse impact
1m - ABAG will explore and recommend tax reforms that would stimulate housing production in accord with approved local and regional housing policies.	<u>Impact</u> Depletion of natural resources and degradation of environmental quality. <u>Mitigation</u> Project level EIR process.	<u>Impact</u> Tax money may be diverted to housing and away from other needs. <u>Mitigation</u> No mitigation possible	No adverse impact	No adverse impact
1n - ABAG will support and assist effort to achieve greater consistency among federal and State agency requirements for local and regional housing planning.	No adverse impact	<u>Impact</u> Revise agency procedures and regulations. <u>Mitigation</u> None possible	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS

ENVIRONMENTAL

FINANCIAL/INSTITUTIONAL

ECONOMIC

SOCIAL

Review

- 1o - In reviewing grant applications, local general plans and housing elements, ABAG will identify and question any that do not contain explicit strategies and actions designed to increase the housing supply consistent with regional housing policies.

Impact

Same as for 1m.

Mitigation

Same as for 1m.

Institutional Impact

Local governments subject to negative reviews if plans are inconsistent with regional housing policies.

Mitigation

ABAG provides assistance to local planning efforts.

Financial Impacts

Public cost-local governments must bear the cost of supporting housing planning programs.

Mitigation

Appropriate State and Federal grants.

No adverse impact

No adverse impact

Review

- 1p - In reviewing applications for federal assistance, ABAG will comment on whether the applicant has adopted a housing element which contains a firm and realistic commitment to increase the housing supply consistent with regional housing policies.

No adverse impact

Impact

Same as for 1o

Mitigation

Same as for 1o

No adverse impact

No adverse impact

IMPACT TABLE

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

OBJECTIVE 2: TO MAINTAIN AND IMPROVE EXISTING HOUSING SO THAT IT CAN BETTER FILL THE REGION'S NEEDS

- by increasing public and private investment in existing residential areas;
- by strengthening local code enforcement efforts;
- by upgrading the quality of the declining housing stock and preventing future deterioration.

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>2.1 Expanded Efforts</u>				
Housing conservation and rehabilitation efforts should expand regionwide, using both public and private resources.	No adverse impact	<u>Impact</u> Public funds invested in housing conservation and rehabilitation would be diverted from other areas. <u>Mitigation</u> Careful investment policies and protection of investment through continued monitoring via code enforcement; Also policy 2.3.	<u>Impact</u> Investment of private funds in housing conservation and rehabilitation may draw funds from other areas, such as new construction; Increased cost of housing to consumer after rehabilitation. <u>Mitigation</u> Policies 2.2 and 2.15	<u>Impact</u> Increased cost of housing could dislocation of low/moderate income people. <u>Mitigation</u> Policies 2.3, 2.13 and 2.24.
<u>2.2 Cost/Income Balance</u>				
Housing conservation and rehabilitation should cause minimal increases in housing costs for low-and moderate -income people, both renters and homeowners, either as a direct result of the cost of improvements or as an indirect result of neighborhood upgrading.	No adverse impact	<u>Impact</u> Require public assistance, either through tax benefits or through direct subsidies. <u>Mitigation</u> Limit benefits to low income people; provide opportunities for self-help and job training.	No adverse impact	No adverse impact

2.3 Public Resources

Housing improvement programs should be supported by housing subsidies, improved public services and capital improvements where appropriate.

No adverse impact

Impact

No adverse impact

No adverse impact

Public cost of subsidies, services and improvements.

Mitigation

Policy 2.15

2.4 Anti-Redlining

Arbitrary restriction of loan funds or property insurance in selected residential areas--"red lining"-- can cause decline of valuable housing and neighborhoods and, therefore, should be opposed by public and private actions to encourage lending in older residential areas.

No adverse impact

Impact

Public investment in older areas may involve risk to public funds.

Mitigation

Policies 2.3, 2.6, 2.8 etc. would enhance public investment.

Impact

No adverse impact

Private institutions may take risk in investing in older areas.

Mitigation

Policies 2.3, 2.6, 2.8 etc. would protect private investment.

POLICIES

ENVIRONMENTAL

FINANCIAL/INSTITUTIONAL

ECONOMIC

SOCIAL

2.5 Energy

Maximum energy efficiency of homes in the Bay Area is a desirable condition and should be supported as an important facet of improving housing quality.

No adverse impact

No adverse impact

Impact

Increased cost of housing due to installation of energy-saving devices.

Mitigation

Federal tax credits.

Impact

Increased cost of housing could result in excessive burden on low income owners and on tenants, if the full cost is passed on to them.

Mitigation

Low interest loans and deferred tax increases for low income owner-occupants; negative income tax for low income tenants who are charged increased rents to cover full cost of improvement.

2.6 Neighborhood Quality

The improvement and maintenance of sound residential neighborhoods should be encouraged regionwide because they are important factors in housing quality.

No adverse impact

Impact

Public cost of neighborhood improvements and services.

Mitigation

None possible.

No adverse impact

No adverse impact

IMPLEMENTATION FUNCTIONS

ENVIRONMENTAL

FINANCIAL/INSTITUTIONAL

ECONOMIC

SOCIAL

2.7 Socio- Economic Conditions

Increased employment and education opportunities contribute to housing and neighborhood quality and should be available to residents of lower income neighborhoods.

No adverse impact

Impact

Public cost of providing employment and education opportunities.

Mitigation

Federal assistance for economic development and job-training.

Impact

Private investment to provide employment for residents of lower income neighborhoods may involve risk.

Mitigation

Federal assistance for economic development and job training; also policy 2.15.

No adverse impact

2.8 Security

Rehabilitation and conservation of housing and neighborhoods should include efforts to help decrease burglary, vandalism and other property-related crime.

No adverse impact

No adverse impact

Impact

Possible increased cost of housing to consumer.

Mitigation

Improved insurance rates and declining property losses.

No adverse impact

POLICIES

2.9 Seismic Hazards

Residential buildings with structural seismic hazards should be reinforced to provide safety for the residents.

ENVIRONMENTAL

No adverse impact

FINANCIAL/INSTITUTIONAL

No adverse impact

ECONOMIC

Impact

Possible increased cost of housing to consumer.

Mitigation

Low cost public loans and grants to minimize cost increase.

SOCIAL

Impact

Increased cost may be excessive for low income people and may cause displacement.

Mitigation

Policies 2.13, 2.14 and 2.15; Low cost public loans and grants for low income owner-occupants.

2.10 Mixed Development

In order to promote access to employment, commercial and other needed facilities, existing housing in mixed use areas should be preserved wherever practical and appropriate.

No adverse impact

No adverse impact

Impact

Loss of potential areas for commercial expansion; job opportunities may be lost.

Mitigation

Economic development planning coordinated with land use and housing planning.

Impact

Same as for Policy 1.10.

Mitigation

Same as for Policy 1.10.

2.11 Supportive Services

Government programs for housing conservation should include provisions for counseling and referral services as necessary to respond to the financial and other problems for the owners and tenants associated with rehabilitation efforts.

No adverse impact

Impact

Increased cost of government programs.

Mitigation

Coordinate counseling programs with job development and training programs.

No adverse impact

No adverse impact

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>2.12 Monitoring</u>				
The quality of the housing stock and neighborhood environments should be protected by systematic monitoring of housing and neighborhood conditions in order to identify and remedy deficiencies before they become serious problems.	No adverse impact	<u>Impact</u> Public cost of systematic monitoring programs. <u>Mitigation</u> None possible.	No adverse impact	No adverse impact
<u>2.13 Displacement</u>				
Housing conservation programs should be planned to minimize displacement as the result of code enforcement or resulting increases in rent or housing costs.	No adverse impact	<u>Impact</u> Public cost of program planning to minimize displacement. <u>Mitigation</u> Federal planning assistance.	No adverse impact	No adverse impact
<u>2.14 Relocation Assistance</u>				
Housing conservation programs should make realistic estimates of the displacement they will cause and provide relocation assistance for those displaced.	No adverse impact	<u>Impact</u> Public cost of relocation planning and assistance. <u>Mitigation</u> Federal housing subsidy programs coordinated with relocation planning.	No adverse impact	No adverse impact
<u>2.15 Economic Development</u>				
Housing rehabilitation and neighborhood conservation efforts should be coordinated with and supported by economic development and job training programs.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>Service</u>				
2a - ABAG will assist member governments and citizen groups in designing and implementing housing conservation programs	No adverse impact	No adverse impact	No adverse impact	No adverse impact
2b - ABAG will serve as a clearinghouse for information on fiscal, administrative, and legal tools useful in housing conservation and rehabilitation programs.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
2c - ABAG will issue periodic reports, as appropriate, on useful innovations and new resources that can be applied in housing conservation and rehabilitation programs.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
2d - ABAG will sponsor conferences, seminars, and research that will bring the various components of the housing conservation efforts together to exchange ideas, resolve difference, and develop new solutions to problems.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
2e - ABAG will assist in developing programs to train, or to improve the skills of, persons engaged in housing conservation programs and related support services.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS

ENVIRONMENTAL

FINANCIAL/INSTITUTIONAL

ECONOMIC

SOCIAL

Advocacy

2f - ABAG will support revisions in tax regulations at all levels of governments to provide greater incentives for private investment in maintaining and improving existing housing.

No adverse impact

Impact

Possible shift of tax funds to housing conservation and improvement from other needed areas.

Mitigation

None possible

Impact

Possible loss of investment resources for new housing and/or other economic goods.

Mitigation

None possible

No adverse impact

2g - ABAG will encourage use of federal and state subsidies to support housing conservation and rehabilitation programs:

- to help keep improved housing within the financial means of the area's residents;

- to minimize dislocation;

- to stimulate private investment.

No adverse impact

Impact

Public investment in housing conservation and rehabilitation may involve risk.

Mitigation

Policies 2.3, 2.4 and 2.6.

No adverse impact

Impact

Possible loss of public subsidies available to expand housing opportunities for lower income people through new construction.

Mitigation

Regional subsidy distribution system to balance many concerns.

2h - ABAG will support stronger and more effective legislation against arbitrary "red-lining".

No adverse impact

Impact

Public cost of enforcing stronger legislation.

Mitigation

None possible

Impact

Possible increased risk of private investment in older residential areas; possible decrease in private resources available for any type of housing.

Mitigation

Public incentives and participation to share risk.

No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
2i - ABAG will encourage the use of housing codes-- rather than building codes-- as the standard for inspection of existing housing.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
2j - ABAG will support the use of assessment practices that allow for housing improvements that brings a structure up to basic code standards without increasing the assessed value of the structure.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
2k - ABAG will urge that Federal and State programs for financing housing rehabilitation include funds for the local administration of those programs.	No adverse impact	<u>Impact</u> Increased cost of public programs to support housing rehabilitation. <u>Mitigation</u> None possible	No adverse impact	No adverse impact
2l - ABAG will urge that Federal and State programs to finance housing rehabilitation include funds for relocation of occupants displaced because of housing code enforcement or because the resulting increase in rents or housing costs exceeds their means.	No adverse impact	<u>Impact</u> Increased cost of public assistance for housing rehabilitation programs; public funds may be directed away from the other needs. <u>Mitigation</u> Minimize housing rehabilitation that could cause displacement.	No adverse impact	No adverse impact
<u>Review</u>				
2m - In its review of local housing elements and Community Development Block Grant Applications, ABAG will identify and question those that do not contain programs to maintain and improve existing housing.	No adverse impact	<u>Impact</u> Negative comments may endanger grant application. <u>Mitigation</u> ABAG will assist member governments in designing programs; Coordinate housing improvement programs with community development programs.	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS

ENVIRONMENTAL

FINANCIAL/INSTITUTIONAL

ECONOMIC

SOCIAL

2n - It in its review of Environmental Impact Report and Environmental Impact Statements, ABAG will identify and question any proposed action that could cause the decline of housing and neighborhood quality.	No adverse impact	No adverse impact	<u>Impact</u> Negative comments may endanger financial backing and/or development permits for project. <u>Mitigation</u> Coordinate housing conservation programs with community development programs.	No adverse impact
2o - In its review of applications for housing and community development funds, ABAG will comment on whether they contain realistic estimates of residential displacement which will occur as the result of public acquisition or code enforcement, including the needs of residents who cannot afford the increases in rents or housing costs caused by the improvements.	No adverse impact	<u>Impact</u> Negative comment may jeopardize grant application. <u>Mitigation</u> Community development and housing planning to include assessment of needs and constraints of present residents.	No adverse impact	No adverse impact
2p - In its review of application for housing and community development funds, ABAG will comment on whether there is provision for relocation assistance to residents displaced as a result of activities funded.	No adverse impact	<u>Impact</u> Same as for 2o. <u>Mitigation</u> Same as for 2o.	No adverse impact	No adverse impact
2q - In its review of applications for housing and community development funds, ABAG will comment on whether an area where housing conservation activities are proposed has public improvements, facilities and services adequate in quality and quantity to meet the needs of the residents. Where there are known deficiencies in this regard, concurrent efforts should be scheduled to bring public expenditures in the area up to a level that assures this adequacy.	No adverse impact	<u>Impact</u> Increased public costs to provide facilities and services. <u>Mitigation</u> Coordinate capital improvement program with housing conservation programs.	No adverse impact	No adverse impact

IMPACT TABLE

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

OBJECTIVE 3: TO EXPAND AND CONSERVE HOUSING OPPORTUNITIES FOR LOWER INCOME PEOPLE

- through changes in the federal and state subsidy programs, to make them better serve the needs of the region;
- through cooperation between local governments and the private sector in expanding use of housing subsidies;
- by implementing and improving the Regional Housing Subsidy Distribution System;
- by increasing the amount of federal and state subsidies available to the region as a whole.

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>3.1 Local Control</u>				
Housing assistance funds should be distributed among local areas within the Bay Area according to policies and procedures devised jointly by ABAG's member governments.	No adverse impact	<u>Impact</u> Change in procedures and policies of federal and state housing agencies <u>Mitigation</u> None possible	No adverse impact	No adverse impact
<u>3.2 Regional Goals and Local Targets</u>				
A regional housing subsidy distribution system should set regional targets for assisted housing; each county and large city should be assigned a share of the region's total that is large enough to attract prospective developers.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>3.3 Equity</u>				
Housing assistance funds should be distributed to give lower income people in all parts of the region equal opportunity to obtain suitable and affordable housing.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>3.4 Need</u>				
Housing assistance funds should be distributed to reflect the relative need for assistance in localities throughout the region.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>3.5 Access to Employment</u>				
Housing assistance funds should be distributed to give lower income people greater opportunity to find suitable and affordable housing near places of employment.	No adverse impact	<u>Impact</u> High public subsidy costs where jobs are located in areas with high housing prices. <u>Mitigation</u> None possible	No adverse impact	No adverse impact
<u>3.6 Anti-Impaction</u>				
Housing assistance funds should be distributed to:	<u>Impact</u>	<u>Impact</u>	No adverse impact	No adverse impact
(a) increase the number and types of communities in which lower income people can obtain suitable and affordable housing, and	Possible stimulus to housing development causing depletion of land and forest resources	Limited public assistance funds spread so thin as to have little benefit in any area		
(b) avoid concentrating assisted housing in areas that already contain a substantial share of the region's assisted housing, and	<u>Mitigation</u>	<u>Mitigation</u>		
(c) assist in the stabilization or revitalization of neighborhoods undergoing conservation or rehabilitation of housing for lower income households.	Policies 1.1, 1.2, 1.3, etc. to constrain location and design of new housing.	Apply for increased public subsidies for region's housing needs.		
<u>3.7 Local Priorities and Goals</u>				
Each jurisdiction should develop its own program for community development and housing assistance, and set its own goals and priorities, based on local knowledge of need, market conditions and general feasibility, and guided by regionally set targets.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>3.8 Reallocation</u>				
Housing subsidies that are unused as initially targeted to a particular Bay Area community should be retained in the region and available to other communities applying for more assistance.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>3.9 Increased Assistance</u>				
The federal and state governments should greatly expand the amount of assistance funds to meet the housing needs of lower income people in the San Francisco Bay Area.	<u>Impact</u>	<u>Impact</u>	<u>Impact</u>	
	Same as for Policy 3.6	Increased total public cost of housing subsidies	Could stimulate increase in all housing costs with benefits lost through inflation	No adverse impact
	<u>Mitigation</u>	<u>Mitigation</u>		
	Same as for Policy 3.6	None possible	<u>Mitigation</u> Expand programs gradually, with constant monitoring of inflationary impact	
<u>3.10 Home ownership</u>				
Low income home ownership should be encouraged as a means of expanding housing opportunities for lower income persons and as a means of improving and maintaining sound housing and residential neighborhoods.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>3.11 Conservation</u>				
Housing that is presently within the price range of lower income people should be preserved wherever possible and practical.	No adverse impact	No adverse impact	<u>Impact</u>	No adverse impact
			Redevelopment activities may be hampered	
			<u>Mitigation</u> Develop new housing for lower income people	

Service

3a - ABAG will assist member governments and citizens groups, on request:	No adverse impact	No adverse impact	No adverse impact	No adverse impact
- in formulating community development and housing assistance programs;				
- in formulating local subsidy distribution systems suitable to their own needs and making local systems consistent with the regional system;				
- through periodic reports on the actual distribution of housing subsidies and households receiving assistance;				
- through information on current housing programs, laws, and regulations.				
3b - ABAG will serve as a clearinghouse for information on financing and development of ideas to increase housing opportunities for lower income people; e.g. manufactured housing, joint ownership, tax reform.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
3c - ABAG will work with citizen groups, developers, and others in the private sector to assist their efforts to increase housing opportunities for lower income people.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
3d - ABAG will assist local housing authorities to devise inter-jurisdictional agreements to expand geographic choices for lower income people qualifying for federal housing assistance.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
3e - ABAG will disseminate to member governments and to interested citizens information on the regional housing subsidy distribution system and the procedures for its implementation.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>Advocacy</u>				
3f - ABAG will apply for increased housing assistance from federal and state agencies, on behalf of member governments and the region as a whole, consistent with the approved subsidy distribution study.	No adverse impact	<u>Impact</u> Increased federal and state housing subsidies directed to this region may be lost to other more needy regions <u>Mitigation</u> None possible	No adverse impact	No adverse impact
3g - ABAG will urge the federal Department of Housing and Urban Development to continue using the Regional Subsidy Distribution System as the mechanism for disbursing housing subsidies in this region.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
3h - ABAG will urge the State of California to incorporate the Regional Housing Subsidy Distribution System into the procedures used by its housing agencies to review and approve applications for subsidies.	No adverse impact	<u>Impact</u> Change in agency procedures and policies <u>Mitigation</u> None Possible	No adverse impact	No adverse impact
3i - ABAG will urge the federal and state governments to expand and improve housing subsidy programs and provide better incentives to stimulate private investment in lower income housing.	No adverse impact	<u>Impact</u> Change in agency policies and programs, increased public cost for housing subsidy programs <u>Mitigation</u> None possible	No adverse impact	No adverse impact
3j - ABAG will support efforts of local communities and housing agencies applying for housing and community development assistance, where they demonstrate a commitment to expanding housing opportunities for lower income people consistent with regional policies.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>Advocacy</u>				
3k - ABAG will advocate federal and state laws that would expand the supply of housing for lower income people; e.g., enabling legislation to permit local governments to require that a percentage of new housing be affordable to lower income people or tax reforms to stimulate investment in housing for lower income people.	No adverse impact	<u>Impact</u> Increased public cost of housing programs, possibly shifting funds from other areas of need <u>Mitigation</u> None possible	No adverse impact	No adverse impact
3l - ABAG will support efforts to expand and conserve home-ownership opportunities for lower income persons.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
3m - In accord with ABAG resolution 7-73, ABAG will continue to advocate repeal of California Constitution Article XXXIV, requiring referendum approval before the construction or purchase of low-income housing by a public entity.	No adverse impact	No adverse impact	No adverse impact	<u>Impact</u> Loss of a measure of local control over decision to use public resources to expand housing for lower income people <u>Mitigation</u> Revise Article XXXIV to permit CHFA to use federal subsidies to expand housing for lower income people.

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>Advocacy</u>				
3n - ABAG will support applications for housing assistance where local governments have set goals higher than regionally set targets, provided that:	No adverse impact	No adverse impact	No adverse impact	No adverse impact
- jurisdictions with lower than the regionwide average percentage of subsidized housing should have first priority in filling requests for additional subsidies; and				
- the increased assistance will be used to expand housing opportunities for lower income people in areas where they had previously been excluded due to housing cost or discrimination; or				
- the increased assistance will be used to support rehabilitation and conservation efforts to serve lower income households.				
<u>Review</u>				
3o - ABAG will review the following for consistency with regional housing policies and the Regional Housing Subsidy Distribution System:	No adverse impacts	<u>Impact</u>	<u>Impact</u>	No adverse impact
- Community Development Block Grant Applications;		Negative comments may jeopardize grant applications or other public assistance	Negative comments may jeopardize private financing and/or public assistance	
- Housing Assistance Plans;		<u>Mitigation</u>	<u>Mitigation</u>	
- Sponsor/Developer Applications for Subsidies;		Action 3c	Action 3c	
- Housing and other General Plan Elements.				
3p - In its plan and project review activities, ABAG will identify and question every proposed action that would cause a decrease in housing opportunities for lower income people.	No adverse impact	<u>Impact</u>	<u>Impact</u>	No adverse impact
		Review comments may delay plan and project approval and may jeopardize funding	Private investment may be delayed or discouraged by negative review comments	
		<u>Mitigation</u>	<u>Mitigation</u>	
		Action 3c	Action 3c	

IMPACT TABLE

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

OBJECTIVE 4: TO ELIMINATE ALL FORMS OF ILLEGAL OR ARBITRARY DISCRIMINATION FROM THE HOUSING MARKET.

- through increased public awareness of both deliberate and unintentional forms of discrimination;
- through more effective legal administrative mechanisms to enforce laws against discrimination;
- by developing housing assistance programs to serve the special design requirements of selected groups* subject to discrimination;
- by increasing minority participation in all sectors of housing planning, production, finance and law.

POLICIES	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>4.1 Illegal Discrimination</u>				
Housing discrimination based on race, color, national origin, sex and marital status is illegal and should be eliminated from the Bay Area Housing market.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>4.2 Housing/Job/Education</u>				
Housing discrimination on any basis reinforces discrimination in other areas, such as employment and education, and therefore should be eliminated in order to expand opportunities and protect the constitutional rights of all.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>4.3 Public/Private Responsibility</u>				
Anti-discrimination legislation should be reinforced by public and private efforts including monitoring and education.	No adverse impact	<u>Impact</u> Public cost of monitoring and education. <u>Mitigation</u> None possible	No adverse impact	No adverse impact
<u>4.4 Special Design Needs</u>				
Equal housing opportunities for all requires special attention to design requirements to fill the housing needs of certain population groups, such as the elderly and handicapped.	No adverse impact	No adverse impact	No adverse impact	<u>Impact</u> Possible increased housing cost for special population groups. <u>Mitigation</u> Expand subsidies for housing for handicapped and elderly.

* For example, households consisting of working mothers with young children or physically handicapped persons.

POLICIES/IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
<u>4.5 Minority/Lower Income Linkage</u>				
Expansion of housing opportunities for lower-income people can also expand choices for minorities, and therefore should be supported as a strategy to combat housing discrimination.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>4.6 Household composition</u>				
Housing discrimination affects many groups that are not racial or ethnic minorities, such as families with children, students, elderly, handicapped, and families where the mother is head of the household. These forms of discrimination are increasing throughout the region and require extensive public and private efforts if they are to be eliminated.	No adverse impact	<u>Impact</u> Public cost of monitoring and combatting discrimination. <u>Mitigation</u> None possible	No adverse impact	No adverse impact
<u>IMPLEMENTATION FUNCTIONS</u>				
<u>Service</u>				
4a - ABAG will provide technical assistance and information, on request, to member governments, citizens groups and business interests devising programs to combat discrimination.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
4b - ABAG will assist responsible citizen participation in housing planning and implementing activities, both at local and regional levels.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
4c - ABAG will collect and compile current studies which document the extent of housing discrimination against special groups throughout the region, and will make these available to agencies and groups seeking to combat discrimination.	No adverse impact	No adverse impact	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
4i - ABAG will support legislation to end "red-lining" of low-income minority and integrated neighborhoods, and to increase the flow of public and private investment into these areas.	No adverse impact	<u>Impact</u> Increased public costs to enforce legislation and to invest in low-income minority and integrated neighborhoods. <u>Mitigation</u> None possible	<u>Impact</u> Possible investment at higher risk than in middle and upper income areas; possible loss of private resources to all housing areas. <u>Mitigation</u> Form high risk lending pools; public participation in private investment.	No adverse impact
<u>Review</u>				
4j - In reviewing local plan elements and grant applications, ABAG will comment on whether the jurisdiction has estimated the extent of housing discrimination and has designed effective programs to combat it.	No adverse impact	<u>Impact</u> Negative comment may jeopardize grant application. <u>Mitigation</u> Link anti-discrimination programs to housing and community development planning.	No adverse impact	No adverse impact
4k - In reviewing and developing regional plans, ABAG will comment favorably on any actions that could expand housing opportunities for minorities and will question any that would tend to reinforce discriminatory patterns.	No adverse impact	<u>Impact</u> Same as for 4j <u>Mitigation</u> Same as for 4j	No adverse impact	No adverse impact

IMPLEMENTATION FUNCTIONS	ENVIRONMENTAL	FINANCIAL/INSTITUTIONAL	ECONOMIC	SOCIAL
4d - ABAG will compile and distribute a regionwide directory of public and private fair housing agencies operating in all sectors of the region.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
4e - ABAG will help to disseminate information on the kinds of discrimination that are illegal, the existing State and federal laws that prohibit discrimination, and the enforcement mechanisms available to people who encounter discrimination.	No adverse impact	No adverse impact	No adverse impact	No adverse impact
<u>Advocacy</u>		<u>Impact</u>		
4f - ABAG will support applications for all types of public grants from communities with effective programs to combat discrimination in housing.	No adverse impact	Lack of supporting comments may jeopardize grant application. <u>Mitigation</u> Seek assistance in developing anti-discrimination program.	No adverse impact	No adverse impact
4g - ABAG will urge that local, state and Federal anti-discrimination laws be strengthened and enforced; e.g., by giving local governments increased power to assist State and Federal agencies in investigating and enforcing anti-discrimination laws.	No adverse impact	<u>Impact</u> Increased public cost for enforcement; change in agency roles and procedures. <u>Mitigation</u> None possible	No adverse impact	No adverse impact
4h - ABAG will support increases in the amount of public and private assistance funds committed to enforcing anti-discrimination laws.	No adverse impact	<u>Impact</u> Increased public and private costs of combat discrimination. <u>Mitigation</u> None possible	No adverse impact	No adverse impact

Environmental Effects which Cannot Be Avoided

As indicated on the impact table included above, the Housing Plan has no adverse impacts on the physical environment which cannot be mitigated.

The table does identify some unavoidable institutional, economic, and social impacts of housing policies. As the short-term and sub-regional planning programs are developed in future work programs, these impacts will be explored in more detail.

ALTERNATIVES

1. No Project Alternative - Since the proposed plan includes Phase I* housing policies, additions, and revisions thereto, all of which are assessed herein, the no project alternative essentially consists of policies relevant to residential development in the Regional Plan: 1970-1990, listed as follows:

RESIDENTIAL DEVELOPMENT

1. The location of residential development and the condition of the living environment will be key factors in meeting regional goals. All governmental levels as well as the private sector should assist in providing, in each community, the maximum number of housing choices in terms of location, style, neighborhood, and price. These choices should uphold local plans to meet the social and economic needs and desires of residents.
2. Private and public programs providing more low and moderate income housing of good design and healthy environment should be assisted. Programs accelerating rehabilitation efforts should be encouraged, and residential relocation should be planned on an area-wide basis.
3. Uniform housing codes, building codes, and subdivision ordinances, based upon performance standards, should be encouraged. The Association should prepare a model regional housing and building code.
4. Employers should be encouraged to provide housing for their workers in open, attractive neighborhoods near the place of employment so that home-to-work distances are shortened.

The difference between the Regional Plan 1970-1990 policies and those proposed are substantial. In summary, all of the beneficial and adverse impacts of the Proposed Plan, both in aggregate and individually, represent the difference between the no-project alternative and the proposed plan, except where policies are identical. All of the policies above are given more substance (e.g. providing more low income housing), qualified (e.g. the location of new housing), or placed in a different context (housing, building codes) as related to the four objectives in the proposed plan.

2. Alternative 2 - Increase Housing Supply through policies and actions to make available more developable land in conjunction with a streamlined review process.

At the public meeting held to discuss the proposed plan on October 18, 1977, a number of speakers suggested that the primary means to achieve objective

*Approved by Executive Board in August 1975.

one, "to increase the housing supply in accord with the region's needs", would be through policies to make available more developable land and to streamline the governmental review process. This alternative analyzes the impacts of an alternative which would include those policies in relation to the other policies which support this objective and others.

The advantage of this alternative is that adverse impacts on the cost of housing (and the need for mitigation) associated with the jobs/housing balance policy and in-fill policy (1.1,1.2) which would guide the location of new housing would be avoided. By streamlining the governmental review process such that developers spend less time and money in obtaining required permits, the cost of housing may also be decreased, assuming that cost savings would be passed on to consumers. Accordingly, the adverse impact of potential displacement of low-income people identified with the infill policy would not be an impact of this alternative. By eliminating policy 1.3 (encouraging higher density development), the type of housing developed to increase the supply would also be affected. With a policy simply to increase the supply of available land, irrespective of whether the land is contiguous or noncontiguous to existing developed areas, it is likely that more single-family growth would occur than with policies 1.1-1.3. Commensurate with the amount of supply accommodated with this type of residential development, a number of adverse impacts may follow: (1) conversion of more undeveloped and agricultural land to urban use, (2) fiscal impact on local agencies through increased per unit service costs of providing services to a more dispersed land use pattern, (3) increased automobile commuting by fostering a land use pattern which may deter successful transit operations, (4) deteriorating air quality due to increased reliance on the automobile, (5) increased consumption of energy resources, and (6) continuing decline of older residential areas.

This alternative could also have negative impacts in achieving objective 3 (expand and conserve housing opportunities for lower income people), lacking mitigation. Unless this alternative reduced the cost of housing such as to increase home ownership opportunities for low-income people, the needs of this economic group may not be served at all by this alternative. While it may be assumed that existing housing would "filter down" to lower income people as more affluent populations take advantage of new housing opportunities, this alternative may serve to reinforce impaction and racial segregation. Hence, policies and actions in objective 3 that seek to minimize these impacts, may be necessary to mitigate potential adverse social impacts associated with this alternative.

3. Alternative 3 - Offsetting the costs of improving and maintaining the existing housing stock

Either directly or indirectly, policies 2.1-2.7 include adverse impacts which may be mitigated by public subsidies or assistance to offset the costs of implementation to local governments, developers and/or consumers. The alternative to approving the whole set of policies may be to establish priorities among these policies in order to phase their implementation or reduce the cost of conservation and/or rehabilitation by eliminating one or more of the policies. With phasing (e.g. policy 2.3), the impact (cost) of the policy may not change although there may be fiscal advantages for local

agencies which may incur the cost of the implementation over time. The elimination of some policies would accordingly diminish opportunities to achieve the objective but in some cases could represent a trade-off between competing objectives. For example, the policy to achieve energy efficiency may be important in improving housing quality, yet the cost of implementation may have an adverse impact in displacing low and moderate income people if existing housing is priced out of their income range. In this case, the alternative to subsidizing the cost of energy efficiency improvements may be deemed less important than maintaining housing opportunities for low income people. Hence, this policy may be amended or eliminated if the latter objective is determined to be of higher priority.

4. Alternative 4: No regional housing subsidy distribution system

Objective three of the proposed plan, "To expand and conserve housing opportunities for lower income people" is supported by a number of policies and actions which relate to the operation of the Regional Housing Subsidy Distribution System approved by ABAG's Executive Board in September, 1976. Since the housing subsidy distribution system is used by HUD to allocate subsidies regionwide, a logical alternative would be to look at how objective three would be achieved without a HUD approved system.

Without the approved regional system, it can be assumed that HUD's past practices may guide the allocation of all housing subsidies under this alternative. A locational impact of HUD's policies may lead to greater amounts of subsidies going to older central cities (San Francisco, Oakland, Alameda, Berkeley, Richmond, San Jose, East Palo Alto, Pittsburg) With the proposed housing subsidy distribution policies and actions, bonus subsidies first become available to jurisdictions with less than the regionwide average percentage of subsidized housing and then to jurisdictions where lower-income people have been excluded due to the cost of housing or discrimination. Under this alternative, more impact may occur than with the housing subsidy distribution system. On the other hand, this alternative would have less of an impact in altering the demographic composition of communities where lower income people have been excluded previously due to cost or discrimination.

Thus locational impact may have environmental consequences. Proposed policy 3.5 calls for the distribution of subsidies in locations near places of employment. Under this alternative, with a higher concentration of subsidized housing in older central cities, lower income people may have to commute greater distances if existing trends prevail, i.e. jobs suburbanize. This may mean increased automobile commuting, deteriorating air quality, and an increase in the consumption of energy resources, as job growth occurs in areas which are not accessible to regional transit systems.

5. Alternative 5: Note: Since no adverse environmental impacts have been identified in conjunction with objective four, "to eliminate all forms of arbitrary discrimination from the housing market", no alternative has been developed.

The Relationship Between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity

The purpose of the draft housing plan is to reconcile short-term and long-term costs and benefits. Conflicts between long-term and short-term impacts cannot be identified in a plan of this general scope; but will be the appropriate subject of sub-regional short-term plans and implementing actions.

Any Significant Irreversible Environmental Changes Which Would be Involved in the Proposed Project Should It be Implemented

The plan proposes additional housing and would therefore involve irreversible environmental changes. However, these impacts cannot be identified at this time. Because a plan is more general than a project, no quantifiable impacts or mitigation measures can be specified. Detailed assessment of impacts is expected to be undertaken in future short-term and sub-regional plans and implementing actions.

The Growth-Inducing Impact of the Proposed Project

This plan accepts growth within the region beyond present levels, and advocates increased housing to accomodate it. Whether or not this growth will have adverse impacts can only be determined in sub-regional planning and implementation.

Effects Found not to be Significant

All expected effects of proposed policies and implementing actions have been identified in the above impact tables.

Organizations and Persons Consulted

In August 1975, the Association of Bay Area Governments approved Phase I of the Regional Housing Element. That document contained initial goals, objectives and policies which have been a part of ABAG's ongoing programs for the past two years. A Task Force, consisting of representatives of private industry, citizen groups and elected officials throughout the region, worked together for more than two years to produce the initial draft that was finally approved as Phase I of the Regional Housing Element. The names of those who served on the Regional Housing Task Force are listed on the following pages.

Public discussions of the Regional Housing Subsidy Distribution System took place on September 1, September 16 and December 13, 1976, at public meetings conducted by ABAG officials.

The present document -- the Draft Regional Housing Plan -- incorporates most of the policies and implementation functions of the Phase I document. It reflects the concerns of member governments and interested citizens expressed during a series of seven local public meetings held in August specifically for the purpose of enabling private citizens and public officials to contribute directly to the development of the Draft Regional Housing Plan. The names of those who attended each of the seven meetings are also listed on the following pages.

On October 18, 1977, the Regional Planning Committee conducted a public meeting at the Hotel Claremont to receive comments and recommendations on the Proposed Regional Housing Plan. The names of those who attended are listed on the following pages. Additional comments and suggestions were sent directly to ABAG offices for consideration in producing the Draft Plan. A list of those who sent comments is available at the ABAG offices.

The Draft Plan and Draft EIR will be available to all local elected officials, city and county managers and administrative officers, planning and community development officials and housing agencies throughout the Bay Area. They will also be available to more than 500 organizations and individuals who have attended public meetings or otherwise expressed an interest in being on the mailing list for distribution of the Draft Housing Plan and Draft EIR. A public meeting will be held by ABAG's Executive Board on December 15, 1977, for the purpose of hearing comments and suggestions on the Draft Plan and Draft EIR. Written comments should be sent to the Executive Director prior to December 19, 1977, in order to be considered by ABAG before Executive Board action at its January 20, 1978 meeting.

This DEIR was prepared by ABAG staff.

REGIONAL HOUSING TASK FORCE
1972 - 1974

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Water Quality Aspects

Water quality considerations are built into this plan in two ways. First of all, the assessment checklist, developed for this EIR, contains a detailed list of criteria for identifying possible water quality problems. That checklist was used in preparing the above impact table.

In a larger sense, water quality considerations are reflected in this planning effort because the Housing Plan is itself a part of a more substantial document called the comprehensive Regional Plan. With the completion of the Environmental Management Program, currently under consideration, the Regional Plan will contain, in addition to these housing policies, a detailed plan for the attainment of environmental quality objectives, including water quality. Implementation of the Regional Plan will require attention to both housing and water quality policies.

Incorporation by Reference

The Regional Housing Subsidy Distribution System approved by ABAG's Executive Board on September 16, 1976, is hereby incorporated into this Draft EIR. Copies have already been widely distributed and are available at ABAG offices, Claremont Hotel, Berkeley, CA 94705. Copies are also available for public inspection with the Draft Regional Housing Plan and Draft EIR at fourteen Depository Libraries, which include at least one public library in each of the nine Bay Area Counties.

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